

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

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TO: All Design Review Board Members

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SUBJECT: Phase One of Crane Cove Park at Port of San Francisco, Pier 70, City and County of San Francisco (Fourth Pre-Application Review)
(For Board consideration on May 5, 2014)

Project Summary

Project Proponent and Property Owner: Port of San Francisco ("Port")

Project Site. Pier 70 is a 69-acre site owned by the Port of San Francisco, generally bound by Mariposa Street, 22nd Street, Illinois Street and the San Francisco Bay (Exhibit 1). The site is the longest continually operating civilian ship repair yard in the United States and is home to the largest drydock on the west coast of the Pacific. Ship repair uses are located at the northeastern boundary of the project site, which the *San Francisco Bay Plan* ("Bay Plan") designates as a Port Priority Use Area. The remaining areas are primarily composed of deteriorated and underutilized industrial facilities related to historic shipbuilding uses. The shoreline consists of discarded concrete, debris, and sheet pile walls. The Port conducted a multi-year planning process with the goal of developing Pier 70 into a mixed-use district with restored historic structures, public open space, and on-going ship repair operations at the northeastern portion of the site.

The focus of review for this Design Review Board ("Board" or "DRB") meeting is limited to the five-acre area proposed for the first phase of the nine-acre Crane Cove Park to be located within the Pier 70 boundary. Crane Cove Park would be the first portion of the project implemented within BCDC's jurisdiction under the Port's master plan and would be a part of a nominated National Register Historic District. A portion of the proposed Crane Cove Park site would be built within the Commission's 100-foot shoreline band jurisdiction. Proposed shoreline treatment and rehabilitation, along with construction of overlooks, would occur within the Commission's Bay jurisdiction.

First DRB Review. At its first pre-application review of the project on January 7, 2013, the Board and the Waterfront Design Advisory Committee ("WDAC") requested that the project applicant clarify the impact of proposed future development sites on the public access, explore design concepts to improve site design cohesion, reconsider the design of the area known as Maritime Fields, refine treatment of the Bay edge, provide a clear and continuous path along the shoreline edge and maintain an industrial feeling at the site. Other issues such as stormwater treatment, public safety, elevated views, and sea level rise impacts were also raised. Additionally, the Board requested more information regarding the boating facilities and project phasing.



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Second DRB Review. In its second pre-application review of the project on June 10, 2013, after reviewing a revised design for the project, the DRB and WDAC requested that the project applicant address fragmentation of the design, simplify the design of the prominent feature known as Slipway 4, emphasize the maritime use and history of the site, and clarify the proposal for the development site.

Third DRB Review. The Port revised the project by simplifying the overall design, emphasizing land-water connections and proposing new overlooks. The project applicant also reconfigured adjacent open spaces to better interact with Slipway 4. After reviewing the revised design for the project on September 9, 2013, the DRB and WDAC expressed concern about the proposed development site's impact on views and usability of the public park. The Board encouraged the project applicant to study removing or relocating the development site. In addition, the Board recommended that the project applicant reconsider the phasing of the project to prioritize the Northern Shoreline area. The Board also recommended that the project applicant consider the interaction between the grading and historic resources along Illinois Street.

Proposed Project and Public Access. As illustrated in Exhibit 2, "Crane Cove Park Master Plan Evolution," the Port revised the project design to remove the proposed development site and altered the phasing of the project. The Port is prioritizing the Northern Shoreline area of the park prior to design of the Maritime Fields area located east of Slipway 4.

After reviewing these revisions to the Park Master Plan, the WDAC and Port's Central Waterfront Advisory Group ("CWAG") reviewed and approved the Crane Cove Park Master Plan on December 9, 2013. The WDAC and CWAG provided comments to the Port, recommending that the Port engage in an engineering analysis of the proposed beach to ensure a sandy shore is feasible and to determine that the sediment and water are safe for users, and encouraged the Port to design a shoreline that provides maximum accessibility for all users. These review bodies were also concerned about the narrowness of the 19th Street sidewalk and requested clarity on the site circulation by pedestrians and boaters around Building 49.

The Port has developed schematic designs for the first phase of the Crane Cove Park as illustrated in Exhibit 3. "Crane Cove Park Schematic Design," including two alternatives for the design of Crane Plaza located adjacent to Slipway 4 and the 19th Street extension.

Since Slipway 4 is a dominant site feature and is used to describe certain aspects of the park, Exhibit 4 – "Slipway 4 Features" was prepared, to illustrate its historic components.

The schematic design for Crane Cove Park would consist of the following areas:

1. **Open Green (Exhibit 3)** An open, multi-use lawn borders Illinois Street and Slipway 4. The sidewalk along Illinois Street has been relocated to the east of the historic fence, providing more connectivity to the open space area.
2. **Northern Shoreline (Exhibits 5 & 6).** A landing and launching area for non-motorized small boats would be located between Slipway 4 and the Ramp Restaurant at Mariposa Street, and would consist of a sandy shoreline bordered by riprap. Geotechnical and coastal engineering investigations have determined that a sandy shore is feasible at this location. Remediation of hazardous materials within the shoreline bay sediment area would take place under Regional Water Quality Control Board oversight. A fenced children's play area is included between the beach and the Kneass Boatworks Building. An 18-foot-wide curved walkway would connect the public access adjacent to the Ramp Restaurant and Illinois Street to the interior of Crane Cove Park and along the shoreline. The area around Building

49 has been redesigned to accommodate vehicles transporting non-motorized small boats for drop-off and pick-up at the shoreline. West of the sandy shoreline is an open lawn area, bordered by a sloping native garden planting area adjacent to Illinois Street. The elevations on the site provide a buffer to Illinois Street and help address sea level rise impacts. The Port has stated that all non-motorized small boating facilities and access points would be “compliant with the ADA and provide maximum accessibility for all.”

3. **Crane Plaza and Keel Park at Slipway 4 (Exhibits 7-11).** Two alternatives are provided for the Crane Plaza at Slipway 4. Both alternatives include a new alignment with 19th Street to provide a generous park entrance plaza. Alternative No. 1 called “Formal Seating Steps” uses a series of seating and steps down into Slipway 4 and includes seating elements in the center of the plaza along 19th Street. Alternative No. 2 called “Slipway Seating Steps” provides a more gradual and natural slope down into the Slipway, with amphitheater seating at the western side of the opening of the Slipway. Keel Park, located within Slipway 4, will include an overlook deck and keel block seating elements. All seating elements will be ADA-accessible.

Design Review Issues. Staff requests that the Board consider the following issues in reviewing the proposed project:

1. **Physical Access: Connections to and Movement within the Park.** The *San Francisco Bay Plan* Public Access policies state: “Improvements should be designed and built to encourage... movement to and along the shoreline....” The proposed park includes a variety of pathways at various grades, including a pathway along the gardens adjacent to Illinois Street and an 18-foot-wide pathway running north-south along the shoreline. Furthermore, the proposed park provides an entrance plaza at Slipway 4.

The Board should advise the Commission and the applicant on whether the proposed connections to the park from public streets and the proposed public pathways are desirable and adequate. The Board should also consider whether the park design encourages movement to and along the shoreline within the park. As part of the Board’s review concerning physical access, the Board should consider whether the design provides access to persons with disabilities to the maximum extent feasible.

2. **Visual Access.** The *San Francisco Bay Plan* Appearance, Design, and Scenic Views policies state: “Maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, from the Bay itself, and from the opposite shore.” The project applicant has removed the proposed development site from the project, which previously would have impacted views. Slipway 4 will maintain two historic cranes located to serve as visual markers in line with 18th Street and 19th Street.

The Board should consider whether adequate visual access to the Bay has been provided from public pathways and roads, the Bay, and opposite shorelines.

3. **Proposed Park Amenities.** The *Public Access Design Guidelines* state that public access spaces should be “designed and built to encourage diverse, Bay-related activities along the shoreline”, to create a “sense of place”, and be “designed for a wide range of users”. The *Guidelines* further state, “view opportunities, shoreline configuration and access points are factors that determine a site’s inherent public access opportunities.” The project provides a variety of amenities, including un-programmed open space, non-motorized small boating access, trails for bicycles and pedestrians, and a playground.

The Board should advise the Commission and the applicant on whether there is a desirable mix of passive and active recreation opportunities and if the proposed amenities are appropriate for and compatible with the site and surrounding area.

4. **Water Access.** The *San Francisco Bay Plan* Recreation policies state: “Public launching facilities for a variety of boats and other water-oriented recreational craft, such as kayaks, canoes and sailboards, should be provided in waterfront parks where feasible....” The applicant proposes that water access be provided for non-motorized small boats at a sandy beach accessible by pedestrian pathway and connected to a vehicle drop-off area at Building 49.

The Board’s advice is sought on whether this is the optimum location and design for a non-motorized small boat launch, considering navigational safety with adjacent shipbuilding uses, and accessibility for persons with disabilities. The Board should also consider how the launch area would function and integrate with other park facilities and nearby boat launch areas.

5. **Sea Level Rise.** The *San Francisco Bay Plan* Public Access policies state that, “public access should be sited, designed, managed and maintained to avoid significant adverse impacts from sea level rise and shoreline flooding.” The *San Francisco Bay Plan* policies on climate change state, “within areas that a risk assessment determines are vulnerable to future shoreline flooding that threatens public safety, all projects...should be designed to be resilient to a mid-century sea level rise projection.” Furthermore, “[i]f it is likely the project will remain in place longer than mid-century, an adaptive management plan should be developed to address the long-term impacts that will arise....” The applicant has raised the grade for several areas of the park to provide protection from future sea level rise. In addition, some areas of the park, such as Slipway 4, will have been designed to be inundated by a higher sea level.

The Board’s advice is sought on how the park may be designed to adequately avoid significant adverse impacts from sea level rise and shoreline flooding. The Board should consider the configuration and materials used in the design of the proposed public access features and how the park may adapt to and transform with projected sea level rise over time.